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# Mongolia's international security and nuclear-weapon-free status

## Report of the Secretary-General

*Summary*

The present report contains an account of new developments and the assistance accorded to Mongolia by the Secretariat and relevant United Nations bodies since the issuance of the previous report on this subject (A/63/122). During the reporting period, the Office for Disarmament Affairs held a series of consultations with Mongolia and relevant United Nations bodies on ways and means to consolidate Mongolia's international security and nuclear-weapon-free status.

Mongolia has continued to receive international recognition for its nuclear-weapon-free status and to promote other nuclear disarmament and non-proliferation objectives. Mongolia has continued to seek the institutionalization of its nuclear-weapon-free status, and in that regard it has undertaken discussions with its two immediate neighbours, China and the Russian Federation, towards the conclusion of a legal instrument, which would include a separate draft protocol to be signed by the other nuclear-weapon States.

The United Nations has largely focused on providing support to Mongolia in response to natural disasters, especially the ongoing Dzud crisis that began in December 2009. The Government and people of Mongolia have received assistance from various United Nations departments and specialized agencies, including the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the Office for the Coordination of Humanitarian Affairs, the World Health Organization (WHO) and the Food and Agriculture Organization of the United Nations (FAO).

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# I. Introduction

1. In its resolution 63/56, entitled "Mongolia's international security and nuclear-weapon-free status", the General Assembly invited Member States to continue to cooperate with Mongolia in taking the necessary measures to consolidate and strengthen Mongolia's independence, sovereignty and territorial integrity, the inviolability of its borders, its independent foreign policy, its economic security and its ecological balance, as well as its nuclear-weapon-free status. The Assembly also requested the Secretary-General and relevant United Nations bodies to continue to provide assistance to Mongolia in taking the aforementioned necessary measures, and requested the Secretary-General to report to it at its sixty-fifth session on the implementation of the resolution. The present report is submitted pursuant to that request.

# II. Activities related to Mongolia's nuclear-weapon-free status

2. Since the submission of the previous report of the Secretary-General on this subject (A/63/122), the Office for Disarmament Affairs, through its Weapons of Mass Destruction Branch, has continued to provide assistance to Mongolia in taking the necessary measures to consolidate and strengthen its nuclear-weapon-free status. The Branch organized two meetings, on 26 February and 8 June 2010, of relevant United Nations bodies to exchange information on activities aimed at implementing resolution 63/56 and to discuss the preparation of the 2010 report of the Secretary-General on the subject. Officials from the Department of Economic and Social Affairs, the Department of Political Affairs, the International Atomic Energy Agency (IAEA), the Office for the Coordination of Humanitarian Affairs, the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP) and the Office of the United Nations High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States, as well as representatives of Mongolia attended the meetings.

3. Mongolia has continued its vigorous efforts to seek international recognition for, and the institutionalization of, its nuclear-weapon-free status by working to conclude a legal instrument on its status with its two immediate neighbours, China and the Russian Federation, with a separate protocol to be signed by the other nuclear-weapon States, and by working to establish recognition of its status as a norm:

(a) In March and September 2009, Mongolia held preliminary trilateral meetings with China and the Russian Federation in Geneva to exchange views on the draft trilateral treaty on its nuclear-weapon-free status, which it had presented in September 2007. At the September 2009 meeting, China and the Russian Federation presented a joint paper to Mongolia containing questions and comments on the draft treaty. A request was made for the other three nuclear-weapon States to join in negotiations of the treaty. Mongolia is studying the response provided by China and the Russian Federation;

(b) In April 2009, in Ulaanbaatar, Mongolia hosted the first meeting of focal points of parties and signatories to treaties that establish nuclear-weapon-free zones, and Mongolia. The participants exchanged views on the preparations for the 2010 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear

Weapons and the Second Conference of States Parties and Signatories to Treaties that Establish Nuclear-Weapon-Free Zones, and Mongolia;

(c) In April 2010, Mongolia held a consultative meeting with IAEA on its nuclear-weapon-free status. The meeting focused on: nuclear-weapon-free zone concepts, principles, progress achieved and future challenges; Mongolia's single-State nuclear-weapon-free zone status; legislation, assistance programmes and instruments to be implemented; and national legislation pertaining to nuclear safeguards, security, safety, liability and its nuclear-weapon-free status.

4. Mongolia's nuclear-weapon-free status has continued to receive international recognition, especially through references at the bilateral and multilateral meetings:

(a) In July 2009, the Heads of State and Government of the Non-Aligned Movement, meeting in Sharm el-Sheikh, Egypt, expressed their support for Mongolia's policy aimed at institutionalizing its nuclear-weapon-free status, welcomed the start of discussions between Mongolia and its two neighbouring States to conclude the required legal instrument and expressed their hope that these discussions would soon result in the conclusion of an international instrument institutionalizing its status;

(b) The Outcome Document of the Second Conference of States Parties and Signatories of Treaties that Establish Nuclear-Weapon-Free Zones, and Mongolia, expressed full support for Mongolia's policy of institutionalizing its nuclear-weapon-free status and welcomed the talks being held between Mongolia and its two neighbours.[1] The declaration adopted by the Civil Society Forum for Nuclear-Weapon-Free Zones recommended the establishment of additional nuclear-weapon-free zones, including single-State zones;

(c) The Final Document of the 2010 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons welcomed the declaration by Mongolia of its nuclear-weapon-free status and supported the measures taken by Mongolia to consolidate and strengthen that status.[2]

5. Mongolia also continued to promote awareness regarding its security and nuclear-weapon-free status as well as to advance other nuclear disarmament and non-proliferation objectives:

(a) On 16 February 2010, Mongolia convened a round-table discussion in Vienna on the theme "Reinforcing the Non-Proliferation Treaty: challenges and opportunities", at which Member States and the United Nations community in Vienna exchanged information and views on issues relating to the 2010 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons;

(b) In March 2010, Mongolia held a national symposium entitled "Nuclear energy in the XXI century — from threat to saviour: thoughts of scholars", which addressed issues related to nuclear threat reduction as well as peaceful uses of nuclear energy. The symposium also focused on the prospects of establishing a nuclear-weapon-free world, Mongolia's nuclear-weapon-free status, its experience and the challenges to institutionalizing its status and prospects of establishing

[1] NWFZM/CONF.2010/1, para. 23.

[2] NPT/CONF.2010/50 (Vol. I), para. 100.

further nuclear-weapon-free zones. During the symposium, Mongolia delivered a special briefing on the implementation of General Assembly resolution 63/56 and the measures that need to be taken at the national and international level to institutionalize its nuclear-weapon-free status.

6. The State Great Khural (parliament) adopted a nuclear energy law which addresses, inter alia, the issue of radiation safety. In April 2009, the Director General of IAEA visited Mongolia to discuss further developing bilateral relations, including provision by IAEA of advisory services in defining the State policy as it relates to the peaceful application of nuclear energy, providing the needed legislative assistance and training to national personnel. In September 2009, Mongolia joined the IAEA Board of Governors for a two-year term.

## III. Non-nuclear aspects of Mongolia's international security

7. The United Nations has provided significant support to the people and the Government of Mongolia in response to natural disasters, especially during the Dzud crisis that began in December 2009, the effects of which continue to challenge herder populations. The Dzud is a natural phenomena consisting of a summer drought, resulting in insufficient production of feed for livestock, followed by very severe winter conditions. As of June 2010, 8.1 million livestock have perished and 43,555 people have lost all their livestock, causing serious threats to the survival and economic security of the vulnerable population whose livelihoods mostly depend on livestock. More than 28 per cent of the population, or 769,106 people (217,144 families) have been affected by the Dzud, primarily through the loss of their livestock.

8. In order to mitigate the human impact of the Dzud, United Nations agencies based in Mongolia, including the United Nations Children's Fund (UNICEF), UNDP, the World Health Organization (WHO) and the Food and Agriculture Organization of the United Nations (FAO), have responded to the needs of impacted populations by providing relief items and services, such as food, nutrition, education and medical supplies. In addition, the Office for the Coordination of Humanitarian Affairs granted $3.7 million to these agencies from the Central Emergency Response Fund to help the Government of Mongolia in meeting the most immediate and critical needs.

9. On 12 May 2010, the United Nations country team in Mongolia and the Office for the Coordination of Humanitarian Affairs assisted the Government of Mongolia in the launch of the Mongolia Dzud Appeal, which covers the sectors of: (a) health, survival, food, water/sanitation and nutrition; (b) education; (c) agriculture; and (d) early recovery. The Appeal has been used as a key strategic planning and coordination document that also facilitates resource mobilization against the total target of $18 million. As of June 2010, the response rate of the Appeal was only 7.6 per cent, leaving unmet requirements of $16.8 million. The Government of Mongolia has also been encouraged to implement relevant recommendations from the 2004 preparedness assessment mission of the United Nations disaster assessment and coordination team with a view to increasing the level of response preparedness for future disasters.

10. Building upon recommendations made by the Regional Office of the Office for the Coordination of Humanitarian Affairs in Asia and the Pacific in February 2010,

the Office for the Coordination of Humanitarian Affairs will convene a workshop and initial contingency planning exercise with a view to providing assistance in the local familiarization, configuration and implementation of the cluster approach in Mongolia. The Regional Office in Asia and the Pacific is also in the process of conceptualizing a lessons learned exercise to capture valuable experiences and best practices based on the response to the ongoing and previous Dzud events and ensure a higher degree of preparedness before the next winter season.

11. The Office for the Coordination of Humanitarian Affairs considers it important to address the root causes of the Dzud so as to avoid a repetition of related crises in the future. A general consensus has emerged that the effects of Dzud are mainly a development challenge, and that use of humanitarian instruments as a short-term solution is sub-optimal and could even be counter-productive. With the aim of placing the human-made component of the situation at the centre of analysis, the following factors should be further examined: (a) lack of sustainable pasture management; (b) lack of adequate numbers and operation of pasture water points and wells; (c) lack of adequate supplies and piled stock animal food, including hay and fodder; (d) lack of winter protection for animals; and (e) too many animals.

12. In addition, there is a strong need to step up support for the Government of Mongolia in mobilizing development assistance that addresses the ecological and economic causes of the Dzud. In that regard, the United Nations works closely with the Government of Mongolia, especially in applying the concept of human security. Based on the human security approach, the United Nations Trust Fund for Human Security has implemented six projects in Mongolia, spending a total of $8.53 million, covering various issues from primary health care, education, livelihood assistance to environment. The most recent project, entitled "Promoting social equality in the Gobi areas of south Mongolia by fostering human security with integrated and prevention approaches", for which $2.78 million has been allocated, is aimed at alleviating social inequality related to serious poverty and climate change in order to enhance human security through integrated, multisectoral and preventative measures.

13. Under the country programme for 2007-2011, the UNDP office in Mongolia continues to provide support by focusing on strengthening economic security and maintaining an ecological balance, which has been particularly challenged since 2009 by the global economic crisis and the ongoing Dzud crisis.

14. UNDP supports the Government in strengthening economic security at both national and community levels through the following projects:

(a) The United Nations-wide work on Millennium Development Goals-based budgeting, advocacy for the implementation of the Goals at the local level, the production of poverty maps and the DevInfo database have helped to strengthen the capacity of the Government for evidence-based planning, decision-making and monitoring and pro-poor policies to address social vulnerabilities that would critically help achieve the Goals;

(b) A think tank of landlocked developing countries was established with UNDP support to help address the specific trade challenges of those countries;

(c) UNDP supports expansion of business opportunities for small, medium-sized and microentrepreneurs in rural and urban areas through pro-poor employment

creation and the improvement in real-incomes programmes that directly benefit thousands of Mongolians, particularly vulnerable groups and women.

15. To maintain Mongolia's ecological balance, UNDP continues:

(a) Strengthening environmental governance and helping community groups to effectively manage natural resources; increasing access of the poor to safe drinking water and sanitation services; promoting an energy efficiency strategy and standards in the construction sector through the Clean Development Mechanism; reducing land degradation and combating desertification; improving disaster risk reduction and emergency response systems and capacities for natural disasters;

(b) Supporting a review of the legal framework in the environment sector to identify policy gaps, and assessment of institutional efficiency and capacity gaps at national and local levels; and an appraisal of the current status of implementation of the core United Nations environmental conventions;

(c) Supporting initiatives of the Government to cope with climate change through assistance in conducting a vulnerability assessment for climate change and implementing the national action plan on climate change; formulation of appropriate energy efficient policies and standards and technology transfer in construction sector;

(d) Protecting biodiversity through conservation planning in Altai and Sayan regions and strengthening management of protected areas.

16. In order to mitigate the impact of the Dzud crisis, UNDP is currently supporting the overall recovery efforts of the Government of Mongolia through a "cash-for-work" scheme to provide immediate incomes to affected herders for removing and burying carcasses, and introduction of alternative livelihood opportunities to herders.

17. UNEP supports its Mongolian partners in promoting environmental security by supporting sound environmental governance, capable management and sustainable utilization of Mongolian natural resources and environment to ensure the welfare of its population. UNEP activities are mainly in the fields of climate change, ecosystems and hazardous waste management. Having completed a climate change assessment report in 2009 and complimenting other climate change work, UNEP programming has concentrated on the urban water vulnerability as it relates to climate change. The cooperation ecosystems related to has involved rehabilitation, education and livelihoods projects as well as a revision of the relevant environmental law. In addition, UNEP is assisting with the consolidation of all biodiversity-related regulations into a single biodiversity conservation law. Activities in the hazardous waste segment are concentrated around ozone action: strengthening institutions, phase-out management and connecting to the regional and international networks (including dialogue and trade). UNEP future activities will be integrated in the United Nations Development Assistance Framework, to be completed in 2010.

# IV. Conclusion

18. As described in the present report, Mongolia's nuclear-weapon-free status is being consolidated and institutionalized and has gained wide recognition. Mongolia

has made progress towards starting negotiation of a trilateral treaty with China and the Russian Federation towards institutionalizing this status. Furthermore, various departments, programmes, funds and agencies of the United Nations have supported Mongolia in responding to the ecological, economic, humanitarian and human security consequences of the most recent incidence of Dzud and towards mitigating the effects of severe weather phenomena, including development assistance. The Secretary-General hopes that the assistance provided by the United Nations will further contribute to consolidating Mongolia's nuclear-weapon-free status and assist the country in effectively addressing the current ecological crisis and achieving sustainable development and balanced growth, as well as reinforcing its efforts towards the achievement of the Millennium Development Goals.